DOCUMENT RESUME

ED 045 062 JC 700 261

TITLE	Annual Conference of Southern California and Arizona Community College Superintendents and Presidents (Lake Arrowhead Conference Center, California, October 6-8, 1970).
INSTITUTION	California Univ., Los Angeles. Junior Coll. Leadership Program.
PUB DATE	Oct 70
NOTE	26p.
EDRS PRICE	EDRS Price MF-$0.25 HC-$1.40
DESCRIPTORS	Administrative Organization, *College Administration, *Conference Reports, *Discussion Groups, *Governance, *Junior Colleges

ABSTRACT

An address on "Public Confidence in Higher Education" by the chairman of the board of the Bank of America opended the 1970 Lake Arrowhead Conference of Southern California and Arizona community college superintendents and presidents. A summary of this speech and the questions and answers that followed it are included here. Comments from conference participants on such topics as activities of the Board of Governors and the program of the California Junior College Association are summarized. Synopses are presented of five small-group sessions on (1) methods of communication among and between administrators, (2) the current status of the physical education requirement, (3) Student rights and responsibilities, (4) financing, and (5) recommendations for the formation of a statewide organization of chief community college administrators. Two papers on faculty participation in college governance (included with these proceedings) formed the basis for a discussion on that topic. A presentation of resolutions passed and recommendations made for the 1971 conference concluded the final session of the 1970 Lake Arrowhead Conference. (RC)

ED 045062

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY

UNIVERSITY OF CALIFORNIA--LOS ANGELES

ANNUAL CONFERENCE OF SOUTHERN CALIFORNIA AND ARIZONA COMMUNITY COLLEGE SUPERINTENDENTS AND PRESIDENTS

LAKE ARROWHEAD CONFERENCE CENTER

OCTOBER 6-8, 1970

ADVISORY COUNCIL

UCLA JUNIOR COLLEGE LEADERSHIP PROGRAM

JC 700 261

UNIVERSITY OF CALIF.
LOS ANGELES

DEC 11 1970

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

ED 045062

MEETING OF THE ADVISORY COUNCIL

UCLA Junior College Leadership Program

Lake Arrowhead Conference Center--University of California

October 6-8, 1970

I. Present: Members of the Advisory Council

Ellis M. Benson	San Diego Mesa College
Wendell C. Black	Los Angeles Harbor College
R. Dudley Boyce	Golden West College
Ralph H. Bradshaw	Riverside City College
Fred J. Brinkman	Los Angeles Trade-Technical College
Sidney W. Brossman	California Community Colleges
Norbert I. Bruemmer	Maricopa Technical College, Arizona
Robert N. Burnham	Grossmont College
John W. Casey	Fullerton Junior College
Leadie Clark	Los Angeles Southwest College
Don W. Click	Los Angeles Community College District
John J. Collins	Moorpark College
Chester S. DeVore	Southwestern College
Marion Donaldson	Scottsdale Community College
Burns L. Finlinson	Bakersfield College
Walter M. Garcia	Rio Hondo Junior College
Wiley D. Garner	Long Beach City College
Glenn G. Gooder	Santa Barbara City College
S. Rex Gorton	San Diego City College
Robert S. Hamilton	San Diego Evening College
Matt O. Hanhila	Glendale Community College, Arizona
John S. Hansen	State Center Junior College District
Robert E. Horton	Los Angeles Valley College
Frederick R. Huber	Palomar College
Arthur M. Jensen	San Bernardino Valley College
John E. Johnson	Santa Ana Junior College
Milo P. Johnson	Mt. San Jacinto College
Louis Kaufman	Los Angeles City College
William N. Kepley, Jr.	Antelope Valley College
Ray E. Loehr	Ventura College
John MacDonald	Mira Costa College
Stuart Marsee	El Camino College
Marie Y. Martin	Los Angeles Pierce College
John McCuen	Glendale College
Ervin F. Metzgar	Grossmont College
Marie T. Mills	Mt. San Antonio College
Robert B. Moore	Orange Coast College
John R. Nicklin	Los Angeles Pierce College
John D. Riggs	Mesa Community College, Arizona
Siegfried C. Ringwald	Cerritos College
Robert C. Rockwell	College of the Canyons

Omar H. Scheidt	Cypress College
Orlin Shires	Porterville College
Edward Simonsen	Kern Junior College District
Terrel Spencer	Imperial Valley College
Abel B. Sykes, Jr.	Compton College
J. Lee Thompson	Phoenix College, Arizona
Burton Wadsworth	Victor Valley College
Stanley Warburton	Chaffey College
John K. Wells	East Los Angeles College
Donald L. White	Barstow College
Charles H. Wilson	North Orange Community College District

University of California, Los Angeles

B. Lamar Johnson	Professor of Higher Education
Frederick C. Kintzer	Associate Professor of Higher Education
M. Stephen Sheldon	Director, Danforth Foundation Project
James Y. Yelvington	Assistant Professor of Higher Education

Guests

Julio L. Bortolazzo	President Emeritus
John Lombardi	President Emeritus
Louis B. Lundborg	Chairman of the Board, Bank of America
Archie McPherran	Office of the Chancellor, Sacramento
Lloyd Messersmith	Executive Director, California Junior College Association
William A. Nielsen	California Junior College Association
Louis C. Riess	Assistant to the President, Pasadena City College
Harry D. Wiser	Accrediting Commission for Junior Colleges
Richard F. Yoo	Assistant Executive Director, California Junior College Association

Postdoctoral Fellows in Junior College Administration

Edwin R. Bailey	UCLA
William H. Stanley	UCLA

II. The 1970 Lake Arrowhead Conference was opened by John Collins, Chairman of the Planning Committee, at 1:30 p.m. He introduced Mr. Louis B. Lundborg, Chairman of the Board, Bank of America, who addressed Council members and guests on the subject: "Public Confidence in Higher Education."

Mr. Lundborg began his presentation by comparing higher education and banking as service organizations, both subject to the scrutiny of society. He suggested that understanding society should be a part of every person's education, that challenging and attempting to improve society should be included in every student's educational experience.

An essential characteristic of any effective society is order; without order there can be no society. Progress in a society is dependent upon freedom. Freedom cannot exist without order.

The Scranton Report on Campus Unrest has been widely abused, but it was a mature, constructive report that pointed out complexities and difficulties of solving societal problems. Mr. Lundborg supported the need for a cease-fire recommended in the Report. The urge to fix the blame, he emphasized, is not a profitable path to follow. Far more crucial is the process of identifying the problems and posing solutions.

Mr. Lundborg strongly felt that the only real long-range solution to campus violence rested with the students, themselves. Adults should avoid doing wrong things and provide opportunities for student recommendations. We can only encourage students to take an affirmative, orderly approach to change. We can also help them realize that rules are not necessarily those of any single generation or of this Establishment, but rather the products of many generations of thought and precedence.

We are faced with three alternatives. We can have an autocratic society, an anarchistic society or a participatory society. In addition to establishing lines of communication with students who want constructive change, colleges should involve community leaders in this endeavor. Frequently, the most effective process is through informal associations.

It is imperative that we recognize some of the wrongs in our society and remain susceptible to processes for remediation.

The speaker concluded his remarks by encouraging reactions from the audience. His replies to several questions follow:

Q. Did you find similarities in your appraisal of the Isla Vista situation and your reading of the Scranton Report?

A. There were many similarities. The issue of overreaction of the police was of particular concern in both.

Q. How can we get the help of the vast middle group of students and community people?

A. Much of the initiative for this communication rests with the community college. Campus forums could be increased to promote give and take among students, faculty, administration and community leaders. Differences

will exist, but honest and open differences are healthy. Structured programs, I believe, tend to provide continuity, but an air of informality is frequently lacking in formal community gatherings.

Q. How can we communicate with SDS groups, Black Panthers, and other militants?

A. Such groups appear to be so-dedicated to revolution that communication is usually an impossibility. We should attempt to isolate these groups and work more closely with more moderate groups which seem willing to listen and interact in an orderly manner. No group should be allowed to infringe upon the rights of others. Any faculty member who encourages obstructionism should be stopped.

Q. How can we join together in our efforts to make the public more aware of our strengths?

A. Our image is no better than the person with whom our customers come in contact. Keeping our houses in order is of prime importance. Building good will within our organizations is the first step. To build statewide confidence, support must be realized on the local level in each community with help from the local representatives to the state Legislature.

Q. What is your view of dismissing classes to work in political campaigns?

A. My first reaction was sympathetic, but my present inclination is to give smaller leaves of absence for such purposes. Students must learn how to work on these assignments.

Q. What are the indicators you see of two-way interaction between educators and students?

A. Changes are noticeable on some California campuses, particularly in the quality of student newspapers. There appears to be generally less radical leadership.

Q. Do certain violent steps taken in the early stages of development tend to discourage orderly processes?

A. Violence, unfortunately, tends to follow the initiation of orderly procedures for effecting change, possibly because change does not occur speedily enough. We must be willing to move at a more accelerated pace if we are to avoid some of the acts of violence.

Q. Do we lack confidence or understanding?

A. A little bit of each is no doubt lacking. What is needed is more a partnership than an adversarial approach. Our generation may have grown lax in upholding standards and in aspiring to certain values which are supported by historical precedent. There is little profit in passing the blame. We must strive more diligently to take cooperative action.

Mr. Collins voiced the appreciation of the audience as he thanked the speaker for his timely and challenging remarks. The audience warmly applauded Mr. Lundborg as he left the Conference Center.

III. To begin the evening session, Mr. Collins introduced Lamar Johnson who presented the postdoctoral fellows and welcomed new members of the Council. Mr. Collins then asked Mr. Kintzer for a brief statement regarding the recent meeting of the Northern Community College Presidents which he is invited to attend as a Universitywide Officer. Mr. Kintzer indicated that the problems and issues discussed were practically the same, and recognition of the need to cooperate statewide is certainly evident in the attitude of Northern Community College Presidents.

Mr. Collins presented Sidney Brossman, Chancellor, California Community Colleges who reviewed activities of the Board of Governors and described future plans.

He expressed determination to emphasize the service responsibilities of the Board of Governors. He recognized that community college administrators fear that the Board represents a growing bureaucracy in Sacramento. This feeling is partly due to the large amount of paper work emanating from Sacramento. A moratorium has been declared on all but the most necessary memos and questionnaires until the situation, including the work load, can be corrected.

Mr. Brossman pointed out that legislation, state and federal, invariably brings constraints over which the Board of Governors may not have control. In this regard, he referred to the "educational opportunity" legislation, "facilities planning," and "academic master plans," all of which have in some respects caused restrictions. He described the Board of Governors as being very sensitive to the importance of local control of community colleges.

Mr. Brossman described the need for an expanded general advisory committee to the Board of Governors. This group should include the Executive Committee of CJCA, presidents of various teacher's organizations and other chief-administrators of community colleges. This group would be asked to preview and react to proposals emanating from the Chancellor's Office prior to meetings of the Board of Governors.

The Chancellor responded to a number of questions. During the questioning period, he indicated that:

1. The staff is beginning a study of criteria for establishing student full-time equivalence.

2. Community colleges should identify courses that are judged to be transferable. It should not be expected, however, that every course so identified will be acceptable by all senior colleges.

The Council agreed that it was vitally important to extend communication between the Chancellor, his staff and the Board and community college presidents. It was generally felt that sessions such as this one, are of great mutual benefit and should be scheduled regularly.

The Chairman next called on Lloyd Messersmith, Executive Secretary of the California Junior College Association. Mr. Messersmith outlined

the Association's program. Securing more funds is the prime commitment. He emphasized the need to remain unified if financial goals are to be realized. Adult and continuing education should not be split from the community college total obligation. The state's community colleges must pull together.

Mr. Messersmith suggested that many key questions need to be answered with regard to local versus state control and the Association, he felt should focus on these issues. He described a proposal to increase the Association's Board of Directors to 27 with the addition of nine non-voting student members. The non-voting idea was recommended by the students. Mr. Messersmith also described a new format for publications. He further commented that Mr. Nielsen is providing excellent leadership for the Association.

Mr. Messersmith answered several questions:

Q. How are proposals of the Association reviewed by students?

A. Student members may agree or refer an issue back to the State General Students' Association.

Q. What are the reasons for backing away from the mandatory student body card?

A. Permission or mandated, it is locally controlled and gives students access to funds for uses which may be open to question.

Both Mr. Messersmith and Mr. Brossman joined in a discussion of financing--the critical need a greater share of the state tax dollar. The discussion centered on a report of the Special CJCA Committee on State Support of Junior Colleges.

The Report included short-term possibilities:

a. a permissive district tax as a restricted fund for disadvantaged programs;

b. a district tax to be used in excess cost vocational programs, and

c. a sum to be obtained from the Governor's Budget to correct inflationary increases, and if this is not enough, permission to levy further district taxes.

Long-range goals were also outlined:

a. establishment of a statewide property tax of 25¢ to be added to the Community College segment of the State School Fund.

b. the State portion of the State School Fund to equal a 35¢ state property tax.

c. elimination of "adult" as defined--so non-graded classes could receive same reimbursement as graded classes.

Legislation would have to be developed under the full endorsement of the Board of Governors, CJCA and the appropriate teacher organizations.

Mr. Collins concluded the evening session by briefing the Council on plans for the small groups that would be meeting throughout the day. The groups were asked to concentrate on the topics submitted in advance, and the chairmen were to be prepared to report during next evening's session.

IV. The following synopses of the small group sessions are representative of the reports submitted by Chairmen at the second evening meeting of the Council.

Group 1 recommended that the Steering Committee explore methods of continuing communication among and between chief-administrators. They also discussed:

a. Student government as now operating in colleges--asking the question; Should students have control over funds?

b. State government--asking; How can we make state government responsible?

c. Delegation of authority to academic divisions.

d. Centralization versus autonomy in multi-campus districts. The concept of the teacher as a district employee was given considerable attention.

e. Transfer philosophy--community college transfers should have priority over first-time students.

Group 2 examined the current status of the Physical Education requirement. Concern was raised regarding other required subjects. With respect to credentials, the group indicated that the State Plan for Vocational Education should not mandate credential requirements that are in conflict with current credential patterns.

Formation of a statewide chief-administrator organization does not appear to be desirable.

Other topics included advantages and disadvantages of the quarter and semester calendars.

Group 3 first concentrated on student rights and responsibilities. Rights apparently include the right to grievance, rights related to hours and duties, and right of due process.

Students who create disturbance to classes and promote violence must be disciplined. The only real solution to student unrest will come by getting students involved with each other and the college.

The group also recommended: involving students in counseling and teaching, getting students and faculty into the community, allowing teachers "to do their own thing" (independent study, etc.)

It was also agreed that the Chancellor and the Board needed and deserved full support.

Group 4 discussed financing. A clear community college posture is needed. A coordinated voice among individual campuses, CJCA and the Chancellor's Office is most necessary.

Possibility of a statewide president's organization was the major topic discussed. John Collins was requested to submit two items to the agenda of the administrator meeting President Buffington will be chairing at the San Diego Fall Conference:

a. What are the respective roles of the Chancellor's Office, the Board of Governors and local districts?

b. What would be specific reasons for a statewide chief-administrator's organization?

Group 5 recommended that a statewide organization of chief community college administrators be formed to:

1. exchange ideas and techniques of unique concern, and

2. take positions on issues in which our concerns may not be the same as those of other elements in CJCA.

How to improve relationships with students was alos discussed in detail. Some suggestions were to:

1. encourage students to sponsor activities in which they see administrators on a one-to-one relationship.

2. arrange "rap" sessions between radical students and law enforcement; and

3. develop statements of student rights and responsibilities.

Considerable time was given to a discussion of speakers, distribution of materials and publications. One college invited the County Counsel to discuss legal implications of invitations to outside speakers with student and faculty groups.

Mr. Messersmith and Mr. Yoo were urged to do what they could to help community colleges with the insurance problem.

V. A presentation by Louis C. Riess, Assistant to the President, Pasadena City College, was the feature of the seventh session. Mr. Riess, the Immediate Past President, Faculty Association of California Community Colleges, spoke on "Faculty Participation in College Governance." Mr. Riess' study from which his remarks were taken, is included with these Minutes for the benefit of those unable to attend and also for those wanting another copy of the material distributed at the close of the session.

The speaker also presented "A Proposal to Establish Participative Management as the Basis for Administrative Function and Policy Development in Community Colleges." Because of interest shown by the Council, this paper is included in its entirety.

The Council engaged in a lively discussion following Mr. Riess's presentation. Many suspected that if tenure were removed, collective bargaining would soon replace it. Several endorsed the recommendation that districts should know where it can get the best professional help in conducting bargaining negotiations.

Mr. Wilson felt that California Community Colleges have about two years before mandatory bargaining will be legislated. During a discussion of techniques and procedures, he advised against piecemealing a contract--rather to wait until all proposals are on the table. He urged administrators to begin to think about a list of possible negotiable items.

VI. Mr. Collins opened the final session by asking for an oral evaluation of the 1970 Conference. The Council gave strong support to the small group format, and made the following suggestions for the 1971 meeting:

a. Reduce the number of groups from 5 to 4.

b. Begin the Conference--possibly in the forenoon of the first day--with small group meetings, and alternate these with sessions of the full Advisory Council.

c. Provide more time for group reporters at summary session.

d. Give the Chancellor the opportunity to visit groups so that he can react to the group discussions during their meeting and at the wind-up session.

Mr. Kintzer announced for the 1971 Lake Arrowhead Conference as:

October 6-8 (Wednesday - Friday)

The 1972 Conference dates are also secure:

October 10 - 12 (Tuesday - Thursday)

The business meeting was conducted by Mr. Bradshaw, Chairman of the Advisory Council. The first item was the unanimous election of new members and officers of the Steering Committee. The full list is provided below (new members asterisked):

Membership for 1970-1971:

Edward Simonsen (Chairman) (Member of the AAJC Board of Directors)	
John Collins (Vice-Chairman)	1972
Dudley Boyce (Member of AAJC Administration Committee)	
Ralph Bradshaw	1971
Glenn Gooder	1971
Robert Horton	1971

Arthur Jensen	1972
*John MacDonald	1973
*Marie Mills	1973
*Siegfried Ringwald	1973
Abel Sykes	1972

Three resolutions put forward by the Steering Committee were approved:

a. that chief-administrators of community colleges in the State of Hawaii be invited to become members of the Advisory Council for the UCLA Junior College Leadership Program. The Secretary was instructed to write a letter of invitation to the Vice-President of the University of Hawaii.

b. that the CJCA, through its Committee on Instruction, study mandated courses, including Physical Education in California Community Colleges.

c. that a committee of three members of the Advisory Council be appointed to consider means for improving and extending communication among California Community College chief-administrators and the Board of Governors of the California Community Colleges, and that the committee convene before the November 8 opening session of the CJCA in San Diego. The Advisory Council voted unanimously to create the special committee recommended by the Steering Committee and to expand it from three to five members, consisting of Edward Simonsen, William Kepley, Wendell Black, Walter Garcia, and Ray Loehr.

A fourth resolution was adopted by the Advisory Council:

d. That Ralph Bradshaw, as Chairman of the Advisory Council advise the Chancellor of the California Community Colleges that a sub-committee has been created to improve communication between chief-administrators of California Community Colleges and his office with respect to matters placed before the Board of Governors.

Mr. Johnson commented briefly on Leadership Program activities. He summarized some of the on-going projects: self-instructional materials, in-basket items and case studies used in administration seminars, and the term paper exchange--and current as well as future project of the Danforth Program. He encouraged members of the Council to pick up copies of the 1969-70 Annual Report.

He mentioned several possibilities for future Council programs: a review of the U.S. Office of Education Comprehensive "Study of Junior Colleges" (James Trent, Chief Investigator) and sessions with Edmund Gleazer (possibly in the late fall) and Franklin Murphy (in the late winter or spring). The Council informally encouraged Mr. Johnson to work out details with the Steering Committee.

Mr. Black presented the status of the treasury in great detail. In summary, the balance in the treasury is now $121.10.

Council members, through their spokesman, John Riggs, expressed appreciation for the opportunity to participate, and the Chairman, Mr. Bradshaw, thanked them for their regular attendance and their contributions.

A round of applause was accorded Ralph Bradshaw, John Collins and Wendell Black for their outstanding service to the Council.

Mr. Bradshaw adjourned the Conference at 11:45 a.m.

Respectfully submitted,

Frederick C. Kintzer, Secretary
Assisted by:
Edwin R. Bailey and
William H. Stanley

INSTITUTIONAL ATTITUDES RELATING TO FACULTY PARTICIPATION IN CALIFORNIA COMMUNITY COLLEGE GOVERNANCE

SUMMARY OF A STUDY WHICH EXAMINES THE CURRENT AND RECOMMENDED DEGREES OF FACULTY PARTICIPATION IN DECISION-MAKING AS PERCEIVED BY BOTH FACULTY AND ADMINISTRATORS.

By

Dr. Louis C. Riess

Assistant to the President

Pasadena City College

September 1970

THE PROBLEM:

The purpose of this study was to determine the degree and nature of current faculty participation in decision-making in California Community Colleges, and to determine in the judgment of faculty members and administrators the degree to which faculty members should participate.

PROCEDURE:

A random sampling of the staff of 81 community colleges during the fall of 1969 resulted in completed questionnaires from 111 (68.9%) administrators and 171 (60.6%) faculty members. The respondents were asked to indicate the current and recommended degrees of faculty participation for each of twenty-three decision-making items, utilizing five responses with the relative weights of 1 to 5. Twelve sets of comparisons were made for each of the twenty-three decision-making items. The mean and standard deviation were computed for each of the twenty-three items in each set of comparisons. The F test was applied to each comparison and the difference was considered to be significant if it was at or beyond the five percent level of confidence. The mean scores were also placed in rank order with the highest mean ranked number one.

MAJOR FINDINGS:

1. The faculty indicated a significant difference for all twenty-three items when current and recommended degrees of faculty participation in decision-making were compared. The administrators indicated a significant difference for twenty. Both the faculty and administrators recommend greater faculty participation for all items.

2. When comparing faculty with administrators regarding current participation, the faculty perceived less faculty participation than the administrators for all twenty-three items, with a significant difference for twenty-two.

3. When comparing faculty with administrators regarding recommended participation, the faculty indicated a higher degree of faculty participation for all twenty-three items, with fifteen of the items significantly different.

4. The only significant difference in the comparisons of faculty subgroups occurred between academic and applied faculty regarding recommended participation. The academic faculty indicated a higher degree of faculty participation for all twenty-three items, with thirteen significantly different.

5. The academic senate was selected by 138 (80.7%) of the faculty, and 99 (89.9%) of the administrators over the negotiating council and collective bargaining as the most effective method of faculty participation in community college governance.

CONCLUSIONS:

1. The faculty and administrators support a broad and significant increase

in faculty participation in community college decision-making, with the differences being matter of degree, not direction.

2. The faculty and administrators suggest that the Academic Senate is the most appropriate and effective model to provide for a significant increase in faculty participation in community college decision-making.

3. Community colleges should develop an administrative process based on the principles of participative management.

RECOMMENDATIONS:

1. Community College Trustees, faculty and administrators should work actively to strengthen both the local and statewide Academic Senates.

2. The president with trustee support should establish a college recommending body which is chaired by the president and made up of representatives from the faculty, administration, students and classified staff to receive and act upon tentative policy recommendations received from any of these component groups.

3. The president should establish a joint faculty, administrator, student and classified staff collegewide committee system which would articulate both with these component groups as well as with the college policy-recommending body.

4. Trustees, administration and faculty should continue to work actively for the removal of community colleges from under jurisdiction of the Winton Act.

ADMINISTRATIVE REORGANIZATION AND ALTERNATIVE TO FACULTY MILITANCY IN COMMUNITY COLLEGES

A PROPOSAL TO ESTABLISH PARTICIPATIVE MANAGEMENT AS THE BASIS FOR ADMINISTRATIVE FUNCTION AND POLICY DEVELOPMENT IN COMMUNITY COLLEGES

By

Dr. Louis C. Riess

Assistant to the President

Pasadena City College

September 1970

During the past few years higher education has moved from the obituary section to the front page. T. R. McConnell states, "Profound changes are occurring in patterns of authority and influence in higher education. In some institutions there is an internal struggle for participation and power among students, faculty, administrators and trustees." McConnell further states that in response to this disruption, governors and legislators are considering punitive laws and asserting personal and political power against public institutions. Pressure groups from the right and left, along with the influential elite and disposed minorities are trying to use higher education to protect their interests. (McConnell, 1970, p. 11)

The most visible part of this internal revolution has focused on the students, beginning with the birth of the free speech movement at Berkeley in 1964, to the death of four students at Kent State. These activities captured most of the headlines and dominated radio and television broadcasts. Meanwhile the faculty struggle for full participation in college and university governance which began with the formation of Committee T of the American Association of University Professors in 1917, continued to accelerate, making significant gains and smaller headlines. Recently this drive for full faculty participation has been accompanied by a rapid increase in teachers strikes. Wynn indicates that during the 1967-68 school year 163,000 teachers in 114 districts, from 21 states engaged in some type of work stoppage, for an average of 8 days and a total of 1.5 million man days. He further states that if the current rate of strikes continues on the same curve that by 1985 all public employees will be on strike. (Wynn, 1970, p. 415)

What brought about this rapid increase in faculty militancy? Frankie and Howe in their article, "Faculty Power in the Community College," state that "at no time has the study of power and authority been of more vital importance to the academic community." They set the stage for discussion of faculty unrest in higher education by quoting Arnold Weber, Chairman of the American Association for Higher Education Task Force that studied faculty representation and academic negotiation. Weber offers the following rationale for faculty dissatisfaction.

> Where they (two-year colleges) formerly have almost exclusive emphasis to vocational courses, many junior colleges have modified their "mission" to become part of a system of academic higher education. Where it was under the administration of the local Board of Education governing secondary education, the junior college may now be a part of a separate district or statewide system. This change in function and administration has meant that junior college faculty members often are no longer satisfied with the passive role of a "teacher" in a highly centralized structure where control over educational policies and the condition of employment is lodged in the hands of the president and the Board. Instead, many junior college professors now seek full academic status and rights of participation in the traditional sense. (Frankie-Howe, 1968, p. 83)

Richardson feels that a key factor in faculty militancy is that "Administrators have for the most part refused to shareboard-delegated powers with the teaching faculty." (Richardson, 1967, pp. 40-41) He holds that faculty involvement in decision-making in the administrative process is critical to the success of the two-year college. Administrators who fail to understand this and who are resistant to change are, he suggests, contributing to the revolutionary movement among junior college teachers.

Lahti, who conducted the AAJC's 1964 study of the faculty's role in administration and policy-making, recently made the following observation, "College presidents will readily admit that there are no bargains at the leadership counter. They are finding themselves faced by the same critical shortage of competent managerial talent that is plaguing industry and, in fact all administrative strata of our complex society." (Lahti, 1970, p. 61)

Lahti gives strong support to his argument with the following quotes from leaders in the area of educational administration:

"The spirit of amateurism permeates the academic organization from top to bottom," states David C. Knapp, former director of the American Council on Education's (ACE) Institute for College and University Administrators. He suggests that, the failure to devise and apply administrative processes required by the times, ... has resulted in conditions of bureaucracy, disorder and poor communications.

"The failure to participate in the management revolution that has swept American business and industry is hurting higher education today," Alvin C. Eurich, President of the Academy for Educational Development, Inc., has written.

John Caffrey, Director of the Commission on Administrative Affairs of ACE states, "Until the 19th century, the college administrator was simply a principal officer of the faculty, but this is not the year 1800, and the complexity of today's management problems and of the systems devised to solve them, has created a new profession, one of the few important ones, by the way, for which little or no formal training is available." (Lahti, 1970, pp. 61-62)

The literature and research suggest then that the root causes for faculty dissatisfaction with institutional governance result from an unresponsive administrative structure operated by staff who lack modern, relevant management skills.

If faculty dissatisfaction results primarily from an unresponsive, archaic administrative structure presided over by leaders who lack modern management skills, what evidence exists which identifies both the scope of the problem as well as possible solutions?

This writer recently completed a research project which sampled faculty members and administrators from eighty-one California Community Colleges. The objectives of the study were to determine the degree and nature of current faculty participation in twenty-three decision-making areas, the recommended degree to which faculty should participate and process by which this participation should take place.

The major findings which bear directly on the management issues were the following.

Both faculty and administrators recommend greater faculty participation in all twenty-three areas when current and recommended participation were compared. The faculty recommended a significant increase in participation for all twenty-three areas and the administration for twenty.

When comparing faculty with administrators regarding current participation, the faculty perceived less faculty participation than the administrators for all twenty-three items, with a significant difference for twenty-two.

When comparing faculty with administrators regarding recommended participation, the faculty indicated a higher degree of faculty participation for all twenty-three items, with fifteen of the items significantly different.

The Academic Senate was selected by 138 (80.7%) of the faculty, and 99 (89.9%) of the administrators over the negotiating council and collective bargaining as the most effective method of faculty participation in community college governance.

The following recommendations are based on these and other findings in the study.

Community colleges should redesign the traditional line-staff administrative structure inherited from Philip of Macedonia. There should be administrative structures developed which clearly separate the educational functions of the college from the business and housekeeping functions. This should be accompanied by a maximum delegation of responsibility and authority to the major administrative sub-units; and a highly developed two-way system.

The president with trustee support should establish a college recommending body which is chaired by the executive vice-president and made up of the president and an equal number of representatives from the faculty, administration, students and classified staff to receive and act upon tentative policy recommendations received from any of these component groups.

Policy recommendations approved by the group, should be forwarded to the trustees by the president with the provisions for minority reports to the trustees on any items that are not endorsed by any of the participating groups.

The president should establish a joint faculty, administrator, student and classified staff collegewide committee system which would articulate both with these component groups as well as with the college policy-recommending body. This is a vital part of the communications process which links the general membership of each component group to the central decision-making process.

A NEW ADMINISTRATIVE STRUCTURE

To implement the above recommendations, the college should be divided into an instructional division and a business-housekeeping division, each presided over by a vice-president. (See Diagram 1)

THE INSTRUCTION DIVISION:

This division would be administered by the vice-president for educational affairs and would contain all the functions that relate to instruction and

student services. The division would be further subdivided into three semi-autonomous operational subdivisions, each administered by an administrative dean.

ADMINISTRATIVE DEAN OF THE FACULTY:

Would be responsible for the staffing of the faculty, development of curriculum, evaluation of instruction, development of instructional resources and community service and adult education programs. His related staff would include the deans of academic and vocational programs, instructional resources, adult education community services and the department chairmen.

ADMINISTRATIVE DEAN OF STUDENT PERSONNEL SERVICE:

Would be responsible for student admission, retention and dismissal activities, counseling and guidance, student activities and special services, such as health, psychological services and financial assistance. His related staff would include the deans of admissions, counseling and guidance, student activities and special services for students.

ADMINISTRATIVE DEAN FOR EDUCATIONAL DEVELOPMENT:

Would be primarily responsible to the instructional staff for recommending new instructional programs, development of related financial resources, evaluation of programs and relations with federal and state agencies and with professional educational organizations, private foundations and other segments of higher education. His related staff would include the deans of research and governmental relations.

THE BUSINESS DIVISION:

This division would be administered by the Vice-President for Business Affairs and would contain all of the business and housekeeping functions which would provide the support service required by the instructional division. The division would be further subdivided into six operational subdivisions, each administered by a director.

DIRECTOR OF BUDGET DEVELOPMENT
DIRECTOR OF PERSONNEL SERVICES
DIRECTOR OF BUSINESS SERVICES
DIRECTOR OF INSTITUTIONAL DATA PROCESSING
DIRECTOR OF MAINTENANCE AND OPERATIONS
DIRECTOR OF FACILITY PLANNING AND UTILIZATION

A NEW OPERATIONAL STRUCTURE FOR COMMUNITY COLLEGES

The operational subdivisions would each report to their respective vice-presidents utilizing the traditional line system of relationships. The administrators of the subdivision would also have direct communication with the president through the office of the executive vice-president. Each division would have its own representative council and committee structure, with the educational division represented by the Academic Senate and the business division by the Business Council. The president would meet regularly with both the Senate and the Council and would also hold regular joint and separate staff meetings with both vice-presidents and their administrative staffs.

The president, assisted by the executive vice-president, would act as an educational leader instead of the traditional administrator. The routine operational responsibilities would be delegated to the division heads and their staff, to be carried out following predetermined policies and procedures. The president could maintain adequate supervision and control through the staff activities of the executive vice-president and would therefore be able to devote most of his time and energy to institutional planning and development. The president in effect becomes both the catalyst and glue which provokes his staff to creative thinking, while at the same time holding the operational subdivisions of the institution in functional proximity.

A NEW POLICY-MAKING STRUCTURE FOR COMMUNITY COLLEGES

This administrative relationship would naturally call for a restructuring of the traditional community college policy development process.

The college policy recommending body (see Diagram 2) would be made up of an equal number of voting members representing the faculty, administration, student body and the business division. The Academic Senate would select both the faculty and administrative representatives, the business council would select the classified representatives and the student body government the student representatives.

The president would have full debate privileges and have a vote equal to the number of representatives from one of the four segments listed above, thus giving him 20% of the voting power.

The policy body would be chaired by the executive vice-president who would be a non-voting member, and would have the responsibility for the agenda, discussion materials and the minutes.

All policy recommendations to the board would come through the policy body and be presented by the president. A written minority report from any group not concurring with policy recommendations would accompany the majority position when it is presented to the board for consideration.

The Academic Senate, Student Senate and the Business Council would have direct access to both the president and the trustees. These groups would be free to discuss with the president issues before and after they are considered by the policy body, however no policy recommendations would be presented directly to the Board without first having passed through the policy development body. The Academic Senate president, Student Senate president and chairman of the Business Council would serve as ex officio members of the Board of Trustees, with full right of debate.

INSERVICE MANAGEMENT TRAINING PROGRAM

There have been a variety of administrative-reorganization and policy-development plans proposed and tried which for the most part have been unsuccessful.

The proposed plan discussed in this article will have no greater chance of success than its predecessors, unless the colleges supply the ingredient which appears to have been missing in other systems. A plan is only good as

the commitment and skills supplied by the staff who must function as part of it.

Lahti in his recent article "Developing Leadership for the Management of Higher Education" suggests that, "Top industrial organizations have found one solution to the problem by providing extensive in-service development of their own potential management talent. This requires commitment in terms of organizational priorities and resources. A commitment in higher education to establish leadership development programs within individual institutions may provide a means of alleviating the management crisis. (Lahti, 1970, p. 62)

Following Lahti's rationale, I would offer the following as examples of internal management training programs, which should precede any attempt to establish a participative management system such as the one suggested in this article.

1. Since participative management is based on the comprehensive interaction by all of the many functional sub-groups that make up the institution, all employees of the college, buth certificated and classified, should participate in a formal in-service management training program. The training sessions should cover basic management areas such as the theory of administration goal setting, organization and planning, evaluation, perpetuation, identification, communications, and decision-making.

Staff members who successfully complete the training program should receive a stipend.

Outside consultants could conduct the program as a series of 8 to 10 two-hour seminars. If the same seminar is conducted three or four times a week there should be enough flexibility to accommodate the individual problems of staff members. Using this format, four series of seminars could be conducted during a single academic year, more than enough to train the entire staff.

2. Staff internships should be made available to the faculty, classified employees and students. For example, faculty representatives could be selected by departments or from the Academic Senate. Each faculty member selected would be assigned to sone of the administrative sub-units of the college and, on the basis of his interest, could be assigned as an administrative assistant to one of the deans in the educational division or to one of the directors in the business division.

The assignment should be for one semester, with a fixed number of hours (approximately 6 to 10) per week. The faculty member would either receive a stipend or a reduced teaching load commensurate with the assignment.

This type of program would give faculty members interested in administration some insights into this type of assignment and would provide the administration with an opportunity to evaluate them for future management assignments.

3. A faculty-administrative fellowship program should be established to motivate capable staff members to develop new instructional programs, new teaching techniques and media, comprehensive methods of evaluating instruction, and more functional management systems.

A portion of the instructional budget should be set aside and administered by a representative staff committee functioning under the direction of the vice-president for educational affairs.

Staff members would be encouraged to submit proposals covering the areas mentioned above, thereby becoming eligible to receive grants to pursue their individual areas of interest.

A similar type of program could be developed for the business division.

Richardson states that administrators exercise less authority than they did three years ago and that there is only one direction in which this trend is likely to go. No longer is there a question as to whether the faculty should be involved in decision-making; rather, the more serious issue is what should be the administrator's role.

Therefore, community colleges must not only reorganize their administrative and policy development structures, they must also prepare their staff for transition from the traditional line-staff system of administration to the participative management model. "Paper organizational charts and paper authority are no substitutes for power." (Richardson, 1970, pp. 16-19)

Failure to adopt a management system based on shared responsibility and mutual respect will most surely condemn community colleges to the adversary system of negotiations embodied in the industrial model of collective bargaining already adopted by several colleges.

BIBLIOGRAPHY

Frankie, R. J. and Howe, R. A. "Faculty Power in the Community College." Theory into Practice, Vol. 7, No. 2, (April, 1968), pp. 83-88.

Lahti, Robert. "Developing Leadership of Higher Education." College and University Business, Vol. 48, No. 5, (May, 1970), pp. 61-66.

McConnell, T. R. "Campus Governance-Faculty Participation." The Research Reporter, The Center for Research and Development in Higher Education, University of California Berkeley, Vol. V, No. 1, (1970), pp. 1-4.

Richardson, Richard C. "Needed: New Directions in Administration." Junior College Journal, Vol. 40, No. 6, (March, 1970), pp. 16-22.

Richardson, Richard C. "Policy Formation in the Two-Year College." Junior College Journal, Vol. 38, No. 6, (March, 1967), pp. 40-42.

Riess, Louis C. "Institutional Attitudes Relating to Faculty Participation in California Community College Governance." Unpublished doctoral dissertation, University of California; Los Angeles, 1970.

Wynn, Richard. "Collective Gaining." Phi Delta Kappan. Vol. 51, No. 8, (April, 1970), pp. 415-419.

COMMUNITY COLLEGE
ORGANIZATIONAL STRUCTURE

SOLID LINES -- REPRESENT AUTHORITY AND RESPONSIBILITY
BROKEN LINES -- REPRESENT REFERRAL AND CONSULTATION

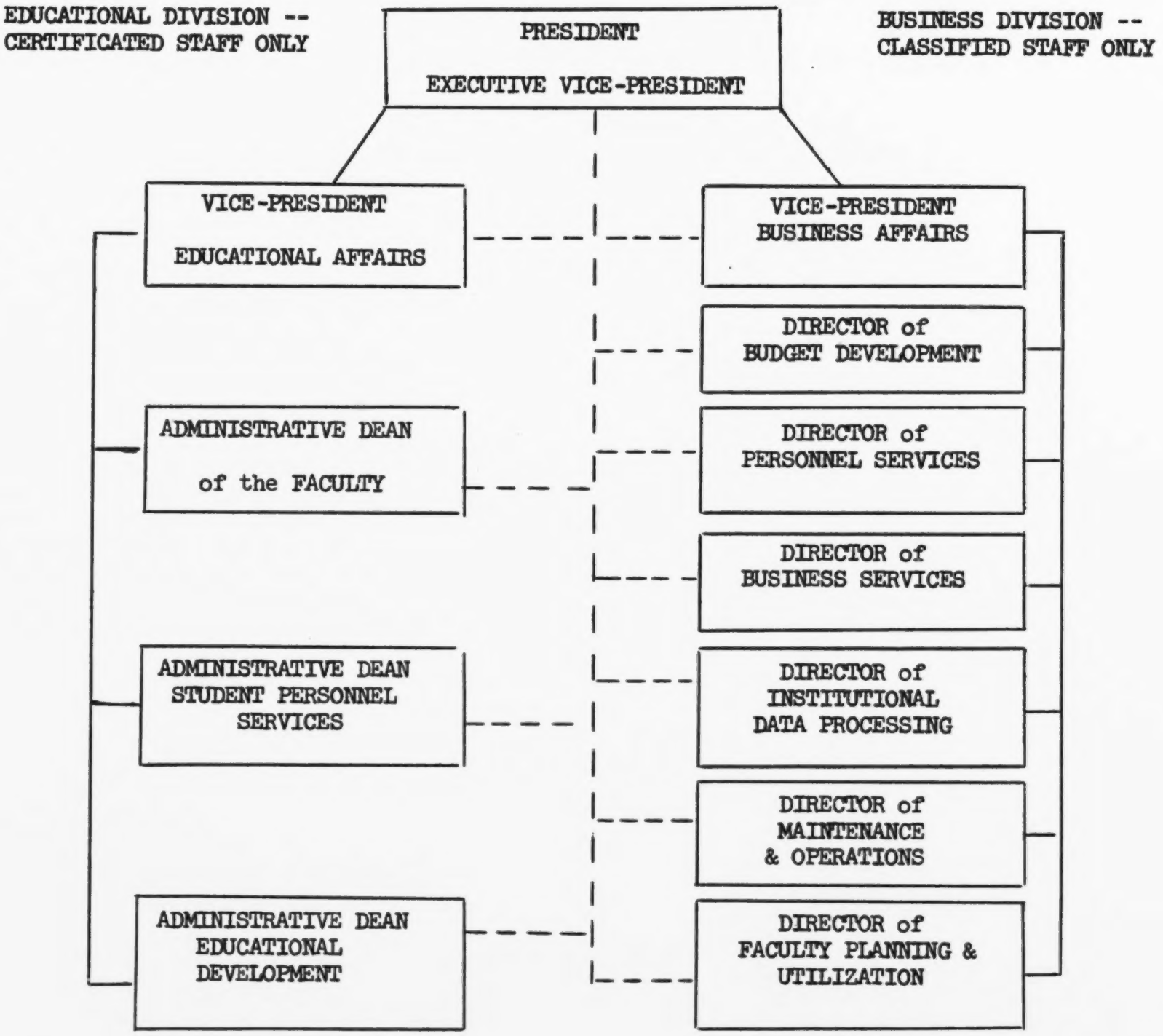

DIAGRAM 1

COMMUNITY COLLEGE
ADMINISTRATIVE STAFF

VICE-PRESIDENT FOR EDUCATIONAL AFFAIRS

Related Staff

1. Administrative Dean of the Faculty

    a) Dean of Academic Programs
    b) Dean of Vocational Programs
    c) Dean of the Library and Instructional Resources
    d) Dean of Adult Education
    e) Dean of Community Services
    f) Department Chairman

2. Administrative Dean of Student Personnel Services

    a) Dean of Registration and Admissions
    b) Dean of Counseling and Guidance
    c) Dean of Student Activities
    d) Dean of Special Services for Students

3. Administrative Dean for Educational Development

    a) Dean of Governmental Relations
    b) Dean of Institutional Research

VICE-PRESIDENT FOR BUSINESS AFFAIRS

Related Staff

1. Director of Budget Development
2. Director of Personnel Services
3. Director of Business Services
4. Director of Institutional Data Processing
5. Director of Maintenance and Operations
6. Director of Faculty Planning and Utilization

COMMUNITY COLLEGE
POLICY DEVELOPMENT SYSTEM

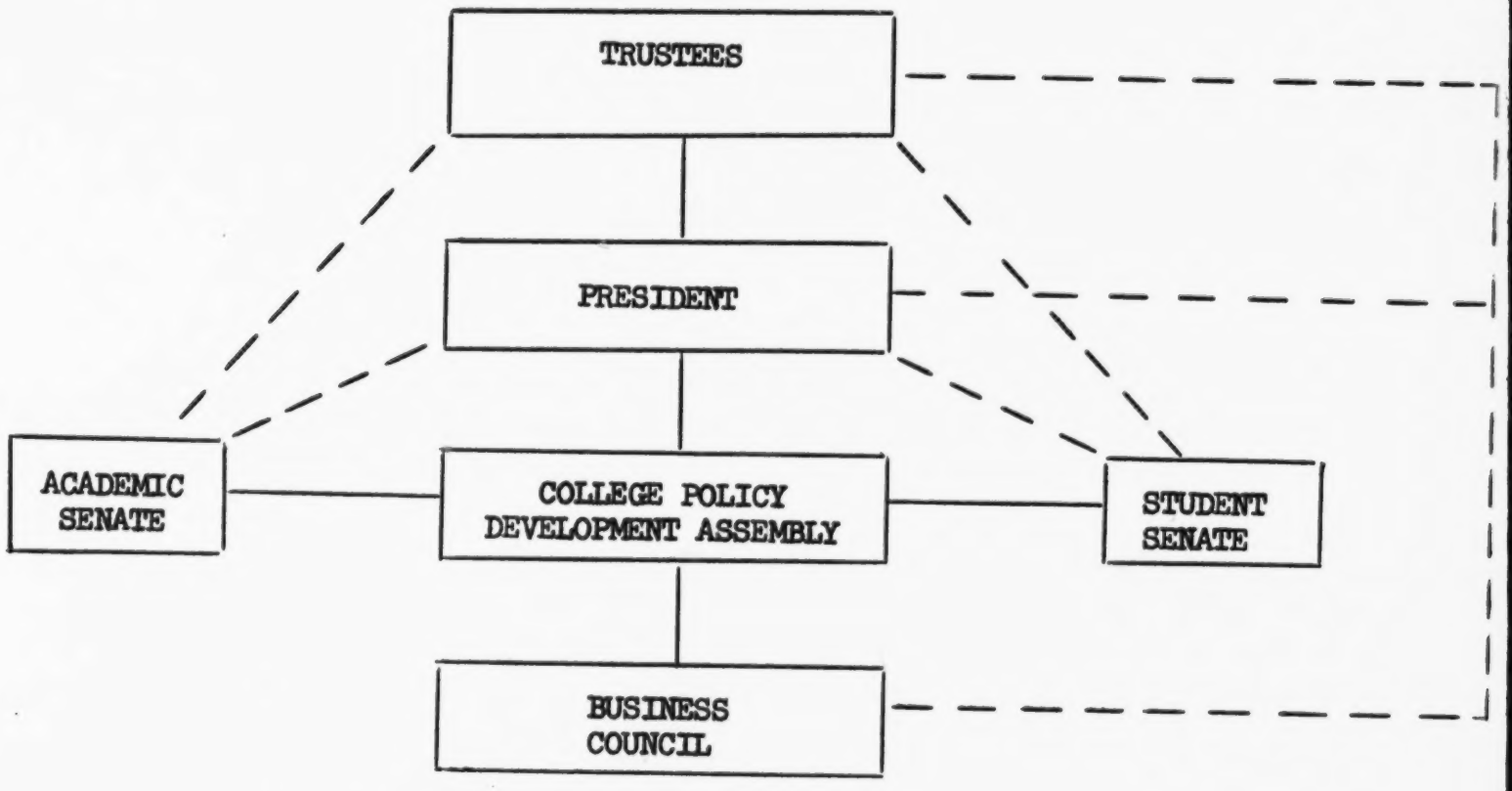

DIAGRAM 2